U.S. Department of Justice
Immigration and Naturalization Service

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Our Immigration

A BRIEF ACCOUNT OF IMMIGRATION TO THE UNITED STATES

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Contents

	Page
Introduction	v
Colonial Period to 1820	1
Early Immigration and Official Records (1820–1880)	2
Opposition to Immigration	4
Early Regulation	4
First General Laws—The Flood of Immigrants (1881–1920)	5
Conditions Affecting Immigration	6
The Period 1921–1940	8
Nonquota Immigration	10
World War II (1941–1945)	10
The Postwar Period (1946–1959)	11
War Brides	12
Displaced Persons and Refugees	12
Orphans	14
Western Hemisphere Immigration	15
The Next Decade (1960–1969)	16
Immigrants	16
Refugees	17
The 1970's	18
Indochinese Refugees	18
1976 Amendments	19
1978 Amendments	20
Alien Population	21
Immigrant Inspection	22

INTRODUCTION

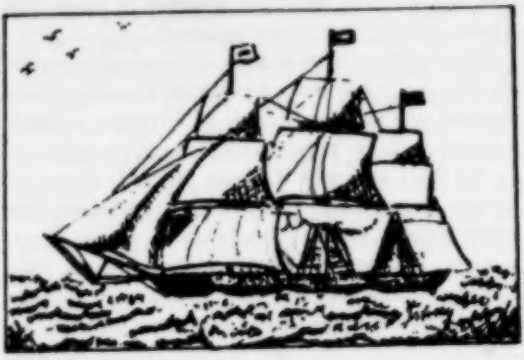
The great movement of peoples to our shores has differed from other world migrations not only in size but also in character.

Earlier mass migrations consisted of tribes and racial groups.

Immigrants to this country have consisted of people of all races, cultures, and creeds—a pageant of all nations. Among them have been great champions of human liberty, great leaders, artists, engineers, inventors, musicians—experts and artisans in every field of human endeavor.

These immigrant Americans and their descendants have contributed brain, brawn, and inventive genius to build a Nation which today stands unique on earth.

COLONIAL PERIOD TO 1820



The few colonists who came to America in the early 1600's touched off a migration which became the greatest mass movement of people in history.

Early English settlers set up colonies of slightly more than 100 persons at Jamestown and Plymouth. A small band of Dutch settled New Amsterdam, while a few French set up outposts along the Mississippi River, later settling in Louisiana. A group of Swedes settled at Fort Christina, Delaware. Colonies in the Southwest and Florida were established by groups of Spaniards.

From these small beginnings the colonial population grew to 52,000 by 1650 and by 1700 totaled 275,000. More and more colonists began to come to this new land, many in search of relief from oppression and intolerance. Others came to share the adventure of opening the vast new frontier.

The white population reached 1 million by 1750, and, when the first census was taken in 1790, the population had swelled to 3,227,000.

Studies of the 1790 census show that more than 75 percent of the population at that time was of British origin. Germans accounted for 8 percent, and smaller percentages had origins in the Netherlands, France, Sweden, and Spain.

During this early period, each colony set up its own standards for the selection of immigrants, with policies varying from colony to colony. In general, immigration was encouraged. Communities wel-

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comed newcomers who could help provide protection for life and property. Holders of large land grants wanted their tracts occupied.

Some persons at that time believed immigration should be controlled. Benjamin Franklin commented on the large number of Germans in Pennsylvania and the possibility of needing interpreters in the State assembly. Thomas Jefferson thought it unwise to encourage immigration from monarchial governments. George Washington viewed unrestricted immigration with caution. When John Quincy Adams was Secretary of State in 1819, he stated that the Government had never officially encouraged emigration from Europe. Adams declared that immigrants were not to expect favors. He added, however, that those who became citizens could expect the same rights as natives.

There were no Federal laws governing the admission of aliens to the United States for almost a hundred years after this Nation was founded. The Alien Act of 1798 empowered the President to order any alien he deemed dangerous to this country to depart from the United States, but this law expired after two years. Meanwhile, the population of the United States continued to grow, and immigrants, sons of immigrants, and grandsons of immigrants continued to push steadily westward.

EARLY IMMIGRATION AND OFFICIAL RECORDS (1820–1880)

Immigration records were first kept in 1820, following an act passed in 1819 requiring submission of ship passenger lists to the Government. These lists formed the basis of early immigration statistics.

Between 1820 and 1880, 10 million immigrants came to the United States, the majority coming from northern and western Europe. Many Germans came to America between 1840 and 1850 because of unfavorable industrial and trade prospects and political unrest. Potato crop failures in Ireland during 1845–1847 sent thousands of Irish streaming through the blighted countryside to seaports, and ships bound for America. Others at that time felt the "push" of economic and other pressures at home and persistent "pull" of free land and good wages in the United States.

British, French, Norwegians and Swedes also entered in large numbers to begin a new life.

Making the voyage to America was not easy or comfortable. Sailing ships were overcrowded. Many vessels required 3 or 4 months to make the crossing, and supplies of food and water were often exhausted before the ship made port. Sanitary and ventilation facilities were poor. Smallpox, cholera, typhus, and other diseases took their toll. Only the rugged in body and spirit survived the rigors of those early crossings.

Mounting criticism of such travel conditions brought laws designed to improve accommodations on passenger ships. Such acts were passed in 1819, 1847, 1848, and 1855. The Act of 1848 required passenger ships to carry adequate food supplies and to provide a cookstove for steerage passengers.

It was during the middle and late 1800's that the steamship entered the travel picture. Sailing vessels carried 96 percent of all passengers who arrived in New York in 1856. Four percent came by steamship. Just 4 years later—in 1860—a large portion of the passenger traffic had shifted to steamships. By 1873, the 1856 ratio was reversed, and 96 percent of all arrivals came by steamship. The steamship, which made the voyage in about 2 weeks, brought a new

era in immigration. Steamship agents solicited passengers among prospective European immigrants. Land speculation and industrial interests attracted people to our shores. Immigrants established here provided funds for friends and relatives desiring to come to America.

Opposition to Immigration

Not all Americans favored immigration. In the early 1830's a group known as the "Nativist" movement sprang from opposition to immigration. The chief aim of that group was to curb the mounting flow of immigration.

Interest in the movement dropped during the Mexican War and after the discovery of gold in California, but was revived following a marked increase in immigration in 1850. Sentiment against aliens and foreign-born citizens was centered in the Nativist "American" political party, known as the "Know-Nothing" party because of the password used by members of secret lodges. It flourished briefly, reaching its zenith in 1854. Weakened by internal divisions over slavery, it was disrupted after 1856.

Early Regulation

Congress authorized an Immigration Bureau in the State Department in 1864. This Bureau functioned until 1868, and during its existence, immigration rose from about 193,000 in 1864 to nearly 316,000 in 1867.

During that period, various States passed immigration laws. The State laws were aimed at keeping out persons likely to become public charges. When the United States Supreme Court held that these State laws were unconstitutional, the States called on Congress to pass similar laws.

The policy of national regulation of immigration began in 1875, when Congress passed a law to prevent entry of convicts and prostitutes.

FIRST GENERAL LAWS
THE FLOOD OF IMMIGRANTS

(1881–1920)

The first general immigration statute was enacted on August 3, 1882. That act provided for a head tax of 50 cents and barred the admission of convicts, mental incompetents, and persons likely to become public charges. The year 1882 also marked the beginning of legislation barring the entry of Chinese. Congress passed the "Chinese Exclusion Act."

Few Chinese had come to the United States before 1850. Between 1850 and 1882, however, some 200,000 Chinese arrived here. The big increase in Chinese immigration was attributed to famine in the Canton region of China and the demand for laborers following the discovery of gold in California. Shipping companies also encouraged Chinese to come to the United States.

Chinese were first employed as laborers in gold mining camps, and later large numbers were employed in railroad construction. As the number of Chinese increased, the Orientals met increasing opposition from labor groups in most fields. This opposition forced Chinese to turn to employment in agriculture, domestic service and small business.

Congress adopted the first contract labor law on February 26, 1885. It was designed to protect the pay scale of American labor by preventing importation of cheap foreign labor.

Immigration to the United States mushroomed after 1880. Between 1881 and 1920, 23 and one-half million aliens were admitted for permanent residence. Nearly 90 percent came from Europe.

Peak immigration, reached during the years 1905–1914, totaled 10,121,940 immigrants. More than a million were admitted yearly during 1905, 1906, 1907, 1910, 1913, and 1914.

In 1914, the year World War I broke out in Europe, 1,218,000 immigrants came to the United States. After 1914, immigration showed a decided slump, reaching a low of 110,000 in 1918. Travel difficulties were accountable for much of the decline during the war years. In 1919, immigration increased to 141,000, and climbed to 430,000 in 1920.

That period also brought a shift in the sources of immigrants. Between 1881 and 1890, 80 percent of the European immigrants came from northern and western Europe. Between 1911 and 1920, only 23 percent came from the north and west, while 77 percent came from southern and eastern Europe.

During the period 1881–1920, slightly more than 4 million Italian immigrants arrived. Also, almost 4 million immigrants came from Austria-Hungary and more than 3 million from Russia.

Conditions Affecting Immigration

Causes which contributed to the shift in principal immigration sources included some relief from famine and political and religious intolerance in Ireland, Germany, and England. Industrialization in England and Germany resulted in high employment. In addition, the birth rate in northern and western Europe was declining.

At the same time, conditions in southern Europe encouraged people to seek homes elsewhere. There was a lag in agricultural, political, and social reforms. In some instances, religious and political oppression increased. Birth rates were high and employment lagged. In addition, improvements in travel tended to encourage emigration.

Information about the United States was easily obtained. American employers and steamship agents actively stimulated immigration, and immigrants in the United States continued to urge and aid friends and relatives abroad.

Conditions in the United States also had a sharp effect on immigration. By 1880 most of the public lands suitable for agriculture had been taken up. The frontier had disappeared.

Between 1881 and 1920, the proportion of agricultural workers declined from 50 percent of the working force to a little more than 26 percent.

The same period was one of unmatched development and growth of industry in the United States. Industrial expansion greatly increased the demand for labor—a need which could not be met by the native population. Workers in manufacturing and mechanical occupations had increased from 24 to 30 percent. Those in trade and transportation rose from 12 to 25 percent.

The need for industrial manpower thus became the greatest "pull" favoring immigration. Labor processes were simplified, enabling industry to absorb untrained and unskilled workers.

By 1880, immigration had become a problem requiring more attention by the Congress. In addition to the Chinese exclusion law and the contract labor law, Congress passed several acts between 1880 and 1920.

A second general immigration law was adopted in March 1891. That law provided for medical inspection of all arriving aliens. It also barred entry of paupers, polygamists, and those suffering from certain diseases. Another provision called for deportation of all aliens who had entered the United States illegally.

In 1893, Congress established boards of special inquiry, which conducted hearings in the cases of aliens thought to be inadmissible under the law. The boards determined whether such persons could enter the United States. The 1893 law also required shipping companies to furnish manifests (passenger lists) to the government.

In 1903, Congress passed a general immigration law which excluded the insane, professional beggars, and anarchists.

Congress broadened this law in 1907 to bar entry of the feebleminded, persons suffering from mental or physical defects that might affect their ability to earn a living, and those who had committed certain crimes. Children under 16 not accompanied by their parents were also barred.

Public sentiment favoring more selective immigration became strong after the great immigration of 1905–1914. A commission was appointed in 1907 to study the problem, and its report, generally known as the "Dillingham Report," was published in 1911.

However, no selective immigration legislation was passed until 1917. The 1917 Act included all previous grounds for barring entry of certain aliens. In addition, that Act barred from entry persons coming from a geographical area known as the "Asiatic Barred Zone." The "Barred Zone" included most of Asia and the Pacific islands. Another provision of the Act was the requirement that immigrants be able to read and write. The Act further provided for the deportation of aliens who had entered the United States illegally or who had committed certain crimes.

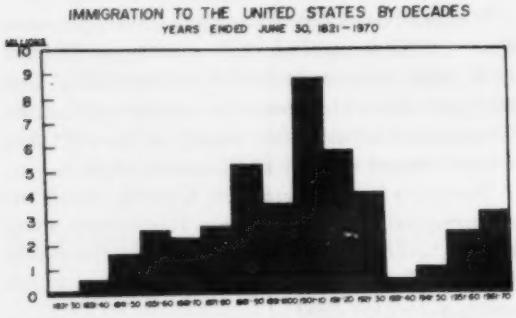
THE PERIOD 1921–1940

Almost 5 million immigrants were admitted to the United States during the years 1921–1940. More than 4 million of these came during the 1920's.

In 1921, Congress passed a temporary quota act, which was the first legislation placing a limit on the number of immigrants who could come to the United States. The quota in that act was based on the 1910 census. Some 350,000 persons were permitted to come to the United States annually under the 1921 quota act.

In 1924 Congress adopted a permanent quota law, requiring each intending "immigrant" to obtain a visa from a United States Consular Officer.

Both the 1921 and the 1924 Acts had a "national origins" provision, tying the number of aliens of any nationality who might be admitted during any year to a percentage of the foreign born persons of that nationality in the United States according to an earlier census. Under the 1924 Act, the transitional yearly quota, based on the 1890 census, was 164,667. Beginning in July 1929, the 1924 Act used the 1920 census as a basis. In 1929 the annual quotas totaled 153,714.



The 1924 Act was the first law to admit certain aliens as "nonquota" immigrants. Persons admitted as "nonquota" under that act included those born in Western Hemisphere countries, their wives, husbands, and children. The Western Hemisphere group was the largest single source of nonquota immigrants. Other nonquota immigrants included wives, husbands, and children of United States citizens, clergymen and their families, and persons who previously had been American citizens.

The economic depression which began in the United States in 1930 caused a sharp decline in immigration. A legal provision excluding people likely to become public charges was strictly enforced. Immigration visas were issued only to applicants who had adequate financial resources. In the years 1932–1935, more people left the United States than came to live here.

Economic recovery brought an increase in immigration, and the trend was upward until 1940. As

the depression faded in the United States, Fascism and Nazism became strong in Europe. Many persons opposed to such forms of government came to this country to escape persecution.

Immigration reached 82,998 in 1939—the year in which World War II broke out in Europe—and declined to 70,756 in 1940.

Nonquota Immigration

Nonquota immigration to the United States from 1925 through 1940 nearly equaled quota immigration and in some years exceeded it.

Western Hemisphere immigration averaged more than 125,000 a year from 1925 to 1929, and dropped to a yearly average of 18,000 in the 1930's. This included sharp increases in immigration from Canada and Mexico after passage of the 1924 Act, which lessened the flow of European labor.

Nonquota immigration from Canada, which was the principal source of Western Hemisphere immigration, averaged nearly 75,000 a year from 1925 to 1929. The Canadian average dropped to 13,000 yearly during the 1930's.

Mexican nationals, attracted by higher wages and better living conditions in the United States, entered the country at the average of 50,000 a year between 1925 and 1929. During the next 10 years the Mexican immigration average dropped to 3,000 a year, and almost 5 times as many Mexicans left the United States as came in during that period.

WORLD WAR II (1941–1945)

The chaotic conditions existing throughout the world during the Second World War caused a drastic drop in immigration. Only 170,952 immigrants came here during the entire period 1941–1945. The 23,725 immigrants who came to the United States in 1943 were the smallest number since 1831, except for the year 1933.

Quota immigration was low during the war. Nonquota Western Hemisphere immigration during this period accounted for almost half of the total, with

Canada, Mexico, and the West Indies contributing almost 70,000.

The first of a series of legislative acts concerning the removal of racial barriers to immigration and naturalization came in 1943, when Congress repealed previous acts which had excluded Chinese. A Chinese quota of 105 was proclaimed, and Chinese immigrants were declared eligible for naturalization.

Shortly after the war, in 1946, Congress extended naturalization eligibility (on which immigration visa eligibility depended) to persons of races indigenous to India and to all Filipinos. Before that only Filipinos with United States military service had been eligible for naturalization. A 1946 Presidential proclamation increased the Filipino quota from 50 to 100. (Racial bars to naturalization were completely abolished in 1952.)

THE POSTWAR PERIOD (1946–1959)

The two basic laws which governed postwar immigration were the Immigration Act of 1924, as amended, and the Immigration and Nationality Act of 1952 (known as the Walter-McCarran Act). Both of these laws established a policy of numerical restriction on immigration through the use of the quota system.

More than 3 million immigrants entered the United States between 1946 and 1959. Over a third of this total came from three European nations: Germany (668,055), the United Kingdom (292,969), and Italy (228,848). Canada and Mexico accounted for more than ¾ million, with 449,496 and 305,018, respectively.

After the war, immigration increased rapidly each year from 1946 (108,721) to 1950 (249,187), and reached its peak in 1957 (326,867). This was partly due to adverse conditions in other parts of the world, and also legislation during this period which allowed groups such as war brides, refugees, and orphans to enter, either under relaxed restrictions or outside the allotted quotas. The mortgaging of future quotas

under the Displaced Persons Act permitted many thousands of quota admissions in excess of the annual allotments.

Nonquota immigation accounted for 53 percent of the total during the war, when travel and other restrictions held down quota immigration. However, it dropped in relative importance from almost three-fourths of the total in 1946 to about one-fifth in 1950, when many displaced persons were being admitted as quota immigrants under special legislation. Since then, nonquota immigration has increased in relative size, accounting for 51 percent of the total in 1953, and in each year from 1954 to 1959 ranging between 55 and 70 percent of the total.

War Brides

By waiving visa requirements and some of the excluding provisions of the law, the "War Brides Act" of December 28, 1945, facilitated the admission of alien spouses and children of members and veterans of the U.S. Armed Forces.

Of the almost 120,000 persons admitted under this Act, most came from Great Britain, Northern Ireland, Germany, Italy, Canada, Australia, and New Zealand. Some 50 percent of all war brides were from English-speaking countries.

Displaced Persons and Refugees

Of the 3.1 million immigrants who came to the United States between 1946 and 1959, approximately 700,000 were displaced persons and refugees.

First to be admitted were displaced persons (40,-324) under the President's Directive of December 22, 1945.

Under the Displaced Persons Act of 1948, which followed the President's Directive, immigrants were to be charged to quotas. Since the quota would have limited the number of entries, the law provided that future quotas could be charged for current admissions. The law also required that a job and housing be available to the immigrant. Approximately 90 percent of the 409,696 immigrants admitted to the United States under this law came under the auspices of religious and social agencies. Others were provided homes and jobs by private citizens—often relatives.

The displaced persons represented many religious faiths and diverse cultural backgrounds. Three-fourths of them came from Poland, Germany, Latvia, the U.S.S.R., and Yugoslavia. Often they came in large family groups. Indicative of their satisfaction with their new country was the fact that many of them made application for United States citizenship through naturalization very soon after arrival.

The ranks of persons displaced by the war were soon swelled by refugees who fled from Communist or Communist-dominated countries because of persecution or fear of persecution due to race, religion, or political opinion. Whereas those admitted under the Displaced Persons Act were quota immigrants (at the time of admission), all refugees and escapees admitted under subsequent legislation enacted during this period entered as nonquota immigrants.

Beginning in 1954, most of the refugees admitted entered under the provisions of the Refugee Relief Act of 1953. Under this Act, American citizens sponsored the 189,021 aliens admitted and gave assurance of housing and jobs for them. Included in this total were 6,130 Hungarians who had escaped into Austria following the revolution in Hungary in October 1956. An additional 31,915 Hungarians were paroled into the United States on an emergency basis.

An act, approved July 25, 1958, permitted Hungarian parolees who had been in the United States

for at least 2 years to be inspected and granted permanent residence status. Ninety-six percent have adjusted their status.

The Refugee Relief Act of 1953, which expired December 31, 1956, was followed by the Act of September 11, 1957. One section of the 1957 Act provided for the distribution of approximately 18,000 visas, which remained unused at the expiration of the 1953 Act, to refugees, expellees, and their families. Another section of the Act provided for the removal of the mortgages on quotas resulting from the Displaced Persons Act of 1948.

When Congress found another situation in which refugees were made homeless, special nonquota admission was granted to Portuguese nationals displaced from their homes in the Azores by earthquake and floods. The same law that admitted this group, the Act of September 2, 1958, also allowed Netherlands nationals, who were displaced from their homes in Indonesia, to enter as nonquota immigrants. In all, 22,213 persons were admitted under this Act.

The Act of September 22, 1959, granted the admission of certain close relatives, including parents, of persons previously admitted under the terms of the Refugee Relief Act.

Orphans

In the wake of World War II and the Korean conflict, thousands of children were abandoned or deserted or orphaned by the death or disappearance of their parents. Their tragic plight prompted Congress to include orphan programs in the various refugee acts, so that orphans adopted abroad or coming to the United States for adoption by a U.S. citizen and spouse were given permanent homes in this country.

From 1948, when the first orphan legislation was passed, until the expiration of the 1957 legislation, approximately 20,000 orphaned children were brought to this country. Three-fourths of these children came from Germany, Italy, Greece, Japan, and Korea.

The plight of these children and the continuing

need for legislation to allow them to enter this country resulted in the first permanent law regarding orphans, the Act of September 26, 1961. This law amended the 1952 Immigration and Nationality Act to provide that eligible orphans be admitted for permanent residence as children of citizens.

Western Hemisphere Immigration

Immigration from independent Western Hemisphere countries comprised 40 percent of the total immigration to the United States in the period 1925–1930. During the depression years of the 30's. it dropped to under 10,000 per year. From the late 1930's until the end of World War II, there was a gradual increase to nearly 23,000 in 1945.

Following the Second World War, immigration from the Western Hemisphere climbed to a peak of 124,032 in 1956, just 16 percent below the previous high of 147,399 in 1927. It subsided to 68,196, in 1959, due to adverse economic conditions in some sections of the United States.

For the 14 years following World War II, Western Hemisphere immigration comprised 28 percent of the total immigration to the United States. Of the total 886,614 Western Hemisphere immigrants admitted, Canada accounted for 330,379 and Mexico was not far from the lead with 318,647.

Canadian immigrants numbered less than 20,000 during each of the 5 years following World War II. The trend continued upward, reaching nearly

33,000 in 1957. In 1959, there was a notable decrease to less than 23,000.

Mexican immigration to the United States averaged 7,400 a year just after the war. It rose suddenly to 18,000 in 1953 and, successively, to 65,000 in 1956. The 3 years that followed recorded a steep decline, reaching 21,000 during the Recession of 1959.

THE NEXT DECADE (1960–1969)

The 1960's brought with them the abolition of the national origins principle of determining immigration quotas—a system that existed for over 40 years. The Immigration and Nationality Act was amended by the Act of October 3, 1965, which became effective December 1, 1965.

That Act retained a numerical ceiling on immigration, but has dispensed with national quotas. The new system provides a ceiling of 170,000 annually for the Eastern Hemisphere, with no more than 20,000 of these visas allotted to any single foreign state. Independent countries of the Western Hemisphere—formerly unrestricted by number—were limited to a ceiling of 120,000.

Immigrants

During this decade, immigration continued its upward trend with over 3 million immigrants admitted to the United States. The first 6 years averaged 285,952 immigrants per year. From 1966 to 1969, the figures were 323,040, 361,972, 454,448, and 358,579, respectively. The marked increase in 1968 is attributed mainly to the operation of two different laws affecting Cuban refugees in the United States. The Act of November 2, 1966, provided for the adjustment to permanent resident status of eligible Cuban refugees; the provision of the 1965 Act setting a numerical limitation on the Western Hemisphere beginning July 1, 1968, caused many of these refugees to rush to have their status adjusted prior to the application of the 120,000 numerical limitation.

Refugees

The Act of July 14, 1960, known as the "Fair Share Refugee Act", enabled the United States to further participate in the resettlement of refugees. This Act authorized the Attorney General to parole into the United States certain refugees who had fled from Communist and Middle Eastern countries and could not return because of fear of persecution because of their race, religion, or political beliefs. The number of such parolees could not exceed 25 percent of the total number of refugee-escapees who had availed themselves of resettlement opportunities offered by nations other than the United States. Close to 20,000 such parolees entered the United States and were granted the status of lawfully admitted permanent resident 2 years after their entry. The Fair Share Act was repealed by the Act of October 3, 1965, which provides for the conditional entry of refugees under the seventh preference.

The 1965 Act places the refugees under the general immigration law and authorizes the conditional entry of 10,200 refugees annually. After 2 years physical presence in the United States, subject to certain conditions, these aliens may adjust their status to that of a permanent resident. Approximately 30,000 conditional entries have been recorded.

On May 23, 1962, the President directed that steps be taken to parole into the United States several thousand Chinese from Hong Kong to assist in alleviating conditions in that colony caused by the influx of persons fleeing from Communist tyranny on the mainland of China. Chinese relatives of U.S. citizens and resident aliens and Chinese persons possessing special skills needed in the United States were considered for parole. Close to 15,000 Hong Kong Chinese were paroled into the United States under this Directive.

The mass exodus of refugees from Cuba began with the overthrow of the Batista government at the end of 1958. More and more Cubans fled to the United States seeking political asylum. They were able to secure visas at the American Embassy in Havana; however, in January 1961, diplomatic rela-

tions with Cuba were broken and the Embassy was closed.

To alleviate this situation, our Government inaugurated a procedure for granting visa waivers. Under this program, refugees arrived in the United States at a rate of 1,600 to 1,700 per week. However, during and after the missile crisis of October 1962, all commercial transportation between Cuba and the United States ceased. Refugee arrivals were reduced to a mere trickle—those who managed to escape from Cuba by small craft.

In 1965, negotiations were entered into to provide for the orderly movement of refugees to this country from Cuba. The negotiations were successful, and, on December 1, 1965, the United States inaugurated an airlift from Cuba to Miami of from 3,000 to 4,000 refugees a month.

Cuban refugees were paroled into the United States for an indefinite period, which meant that they had no recognized immigration status. In the beginning, most Cubans hoped and confidently expected to return home. As the years passed, this hope faded. Because of their temporary status, they were ineligible for many types of employment. To overcome this, many traveled to Canada or other countries to secure immigrant visas and reenter as lawful permanent residents. This was an expensive process and not available to the vast majority of refugees. The Congress, recognizing the situation and wanting to help the refugees become self-sufficient, enacted Public Law 89–732, on November 2, 1966. This law made it possible for qualified Cuban refugees to become permanent residents of the United States. By 1969, approximately 125,000 Cuban refugees had availed themselves of this provision.

THE 1970's

Indochinese Refugees

In late March and early April 1975, prospects of a political settlement to the conflict in South Vietnam had begun to fade. Orphanages run by various U.S. voluntary agencies began to fear that children

already petitioned for by U.S. citizens, but not fully processed, would be trapped in that country. Accordingly, a parole program was undertaken to get these children to the United States while it was still possible. The first of many flights of orphans took place on April 2. Congress authorized the parole of 2,279 such Vietnamese orphans, and by mid–April most of that number had been paroled into the United States by immigration inspectors at ports of entry.

On April 18, 1975, the President asked 12 Federal agencies "to coordinate . . . all U.S. Government activities concerning evacuation of U.S. citizens, Vietnamese citizens, and third country nationals from Vietnam and refugee resettlement problems relating to the Vietnam conflict." The Commissioner of the Immigration and Naturalization Service is a member of that group which came to be known as the "Interagency Task Force."

On April 22, 1975, the Task Force asked the civil and military authorities on Guam to prepare a safe haven for 90 days to provide care and maintenance for an estimated 50,000 refugees. On May 1, 1975, the judiciary committees in Congress authorized the grant of parole of up to 130,000 Vietnamese and Cambodian refugees. Four reception centers in the United States were designated for the processing of evacuees other than immediate relatives of U.S. citizens and lawful permanent residents. By June 30, 1975, 106,030 refugees had been processed on Guam for travel to the United States, 101,841 of whom had been airlifted out of Guam. Never in the past have so many refugees been processed under such adverse conditions in so short a period of time.

1976 Amendments

The year 1976 saw several amendments to the Immigration and Nationality Act. The Act of October 20, 1976, P.L. 94–571, which became effective on January 1, 1977, extended the immigration preference system and the 20,000 per country visa limitation, formerly applicable only to the Eastern Hemisphere, to the Western Hemisphere as well. The pre-

clusion upon adjustment of status to that of lawful permanent resident for Western Hemisphere aliens in the United States was also removed. The result has been to eliminate discrimination between natives of the two Hemispheres under the immigration laws, and to facilitate the immigration of aliens who are relatives of United States citizens or lawful permanent residents, or who have needed job skills. In addition, P.L. 94–571 increased the number of aliens who can immigrate annually from colonies and dependent areas of foreign countries, and instituted a new system of visa distribution for countries which utilize their entire annual visa allotment.

The Health Professions Educational Assistance Act of 1976, P.L. 94–484, effective January 10, 1977, amended the Immigration and Nationality Act by imposing new restrictions on the immigration of aliens who are coming to perform services as members of the medical profession.

1978 Amendments

Further amendments to the Immigration and Nationality Act were passed in 1978. A Select Commission on Immigration and Refugee Policy was established by the Act of October 5, 1978, P.L. 95–412. The Commission is comprised of four presidential and eight congressional appointees, the Secretary of State, the Attorney General, the Secretary of Labor and the Secretary of Health, Education, and Welfare. The Commission will review the Immigration and Nationality Act, evaluate the social, economic and political effects of immigrant and refugee programs on the U.S., and make legislative and administrative recommendations. The Act of October 5, 1978, also merged the immigration quotas for the Eastern and Western Hemispheres into one world-wide quota of 290,000.

The Act of October 30, 1978, P.L. 95–549, excludes from admission into the United States and makes subject to deportation any alien who, under the direction of the Nazi government between March 1933 and May 1945, participated in the

persecution of persons because of "race, religion, national origin or political opinion".

The Act of October 5, 1978, P.L. 95–417, will assist in the naturalization and admission into the United States of adopted children. The Act of October 10, 1978, P.L. 95–432, prospectively eliminated retention of citizenship requirements for children born abroad of one citizen and one alien parent. The Act of November 2, 1978, P.L. 95–579, exempted lawful permanent residents 50 years old with 20 years lawful permanent residence in the United States from the English language literacy requirements for naturalization.

ALIEN POPULATION

The Alien Registration Act, passed in 1940, required registration and fingerprinting of all aliens who were in the United States or who sought to enter. Under this law over 5 million aliens registered.

The Internal Security Act of 1950 further required that aliens in the United States report their addresses to the Immigration and Naturalization Service during January of each year in the interest of national security. Under this requirement, as reenacted by the Immigration and Nationality Act of 1952, more than 4 million address reports were filed in 1975.

In 1940, more than half of the 5 million aliens in the United States lived in the East, concentrating themselves heavily in New York, New Jersey, Connecticut, Massachusetts, and Pennsylvania. Since that time the alien population has shifted to the south and west and, after 1960, California replaced New York as the home of the largest number of resident aliens.

In 1975 there were 728,526 reported aliens in New York and 1,058,991 in California. Mexican nationals accounted for 43 percent of California's total.

IMMIGRANT INSPECTION

An alien wishing to enter the United States must first obtain an appropriate visa from a U.S. consular officer abroad. When the alien arrives at a U.S. port of entry, he must be cleared through Public Health, Immigration, Customs, and Plant Quarantine.

Prior to June 1968, the international traveler, alien or citizen, was required to face each of these inspectors individually and sequentially. The time involved could be very lengthy.

Port receptionist assisting in inspection of passengers.

To facilitate the inspection and entry of the mounting millions of U.S. citizens and aliens who come to our ports of entry each year, the Service

introduced the accelerated inspection system at two major airports. In 1969, it was extended to four additional airports and is gradually being extended to other large airports of entry.

Today, the majority of travelers arriving at these airports are cleared through Public Health, Immigration, Customs, and Plant Quarantine in less than 2 minutes by a single inspector, who is trained to do the jobs of all four agencies. Travelers whose inspection cannot be completed by this one officer are referred to a secondary officer who is a specialist for one of the four agencies.

Other significant steps have been taken in smoothing the path of entry for international travelers. A number of years ago, preclearance procedures were instituted at five Canadian ports and in Nassau, Bahamas, and Hamilton, Bermuda. No further inspection is required of the traveler upon his arrival in the United States. In 1975, over 5 million air passengers were preinspected.

The 1960's marked the period of travel explosion. In 1969, 231 million inspections of aliens and citizens were made, a 43 percent increase over a decade before. Even more striking has been the mounting number of passengers arriving by air in international travel—2,357,565 in 1960 and 19,800,000 in 1975, an 840-percent gain.

The most active ports of entry for both air and sea arrivals are New York, Miami, Los Angeles, Honolulu, and San Juan. In addition, numerous ports of entry are scattered along the Canadian and Mexican borders.

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